

DELFT SAPS AS AN INSTRUMENT FOR COMMUNITY DEVELOPMENT



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DECLARATION

I, the undersigned, hereby declare that the work contained in this thesis is my own original work and that I have not previously, in its entirety or in part, submitted it at any other university for a degree.

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ABSTRACT

This study was undertaken to determine whether a lack of effective service delivery at the South African Police Service at Delft was due to a lack of community participation and development in Delft.

Data was collected through a plurality of research methodologies, including participatory action research by means of interviews with role players and participative observation; a literature study; a diachronical study, application of relevant legislation as a guideline as well as input gained by means of discussion with various experts. The collected data was analysed in relation to the theme, the objective of the study and the research hypothesis.

The following observations were made as a result of the study:

- The local police station SAPS Delft, by acting as a catalyst, has assisted in the establishment of many structures in the community; and
- The erecting of a new police station facilitated community participation and development.

The study, having considered the observations and drawn conclusions, has offered a number of recommendations namely:

- The erecting of a new police station should take place simultaneously with the development of the township where it is situated. By this means all role players will participate.
- The local government and relevant national government departments are of the utmost importance when it comes to addressing the root causes of the problems in the community or when putting alternatives in place.

The location of a police station should be such that its convenience and accessibility will result in enhanced and sustainable service delivery, provided that the community capitalises on it. Finally, to ensure success, there must be education and training of both the police and the community, facilitated by the SAPS, government departments and NGOs.

OPSOMMING

Die studie is onderneem om vas te stel of die gebrek aan effektiewe dienslewering by Delft Suid-Afrikaanse Polisie Diens te wyte is aan die gebrek aan gemeenskapsdeelname en -ontwikkeling in Delft.

Data is ingesamel deur middel van 'n pluraliteit van navorsingsmetodologië, insluitend die volgende: deelnemende aksie navorsing deur onderhoude met rol spelers en deelnemende waarneming; 'n literatuurstudie; 'n diakroniese studie, toepassing van relevante wetgewing as 'n riglyn asook insae verkry deur besprekings met 'n verskeidenheid kenners. Die ingesamelde data is geanaliseer in verhouding tot die tema en die doelwitte van die studie en is vergelyk met die navorsingshipotese.

Die volgende waarnemings is uit die studie gemaak:

- Die plaaslike polisiestasie, Delft SAPD, het as katalisator gedien om baie strukture in die gemeenskap tot stand te bring; en
- Die oprigting van 'n nuwe polisiestasie het gemeenskapsbetrokkenheid en -ontwikkeling gefasiliteer.

Die waarnemings in ag geneem, is tot die gevolgtrekking gekom dat die volgende aanbevelings gemaak word:

- Die bou van 'n nuwe polisiestasie moet saam met die ontwikkeling van 'n woonbuurt geskied, waarby alle rolspelers betrokke moet wees; en
- Die plaaslike regering en relevante departemente is van kardinale belang by die aanspreek van die oorsake van probleme in gemeenskappe of om alternatiewe in plek te stel.

Die aanwesigheid van 'n bereikbare en toeganklike polisiekantoor sal beter en volhoubare dienslewering tot gevolg hê indien die gemeenskap daarop kapitaliseer. Laastens verg dit egter opvoeding, vir die polisie sowel as die gemeenskap, en gefasiliteer deur SAPD, staatsdepartemente en nie-regeringsorganisasies om sukses te verseker.

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LIST OF ACRONYMS

ANC:	African National Congress
BAC:	Business Against Crime
CPF:	Community Policing Forum
CIAC:	Crime Intelligence Analytical Centre
GNU:	Government of National Unity
HRM:	Human Resource Management
IDP:	Integrated Development Planning
ISLP:	Integrated Service Land Project
NGOs:	Non-governmental organisations
RDP:	Reconstruction and Development Programme
SADC:	Southern Africa Development Community
SAPS:	South African Police Service
SDIP:	Service Delivery Improvement Programme
SSDF:	Southern Spatial Development Framework

CHAPTER 1: SCOPE OF STUDY

1.1 Introduction

One of the problems in developing countries is the apparent inability of governments to provide public services of the desired level to their citizens over a wide spectrum of social sectors.

The Constitution of South Africa 1996 (Section 152) requires local government to “...provide democratic and accountable local government for local communities and to encourage participation by the community and community organisations in the matters of local government”.

The objectives of the South African Police Service (SAPS) are to prevent, combat and investigate crime, to maintain public order, to protect and secure the inhabitants of the Republic and their property, and to uphold and enforce the law according to the White Paper on Safety and Security, September 1998. The SAPS as an organisation strives towards sustainable service delivery. Improving basic service delivery to all communities is one of the operational policing priorities on which the SAPS strategically focused from 2000 to 2003.

The Constitution of the Republic of South Africa, 1996, Chapter 10, stipulates that public administration should adhere to a number of principles, including that:

- a high standard of professional ethics be promoted and maintained;
- services be provided impartially, fairly, equitably and without bias;
- resources be utilised efficiently, economically and effectively;
- peoples needs be responded to;
- the public be encouraged to participate in policy-making; and
- it must be accountable, transparent and development-oriented.

South Africa must see constant change as a challenge and an opportunity for cultural cross-pollination. It should not be a sentimental process but a historical phenomenon.

Where disadvantaged communities have been invited to participate in decision-making, the wrong assumptions and reasons have often been used in this process. On the other hand, failure to ensure participation of communities in decision making has resulted in the breakdown of state control in certain areas, followed by a period of

social and administrative disruption. The resulting refusal by communities to participate in projects which had been either planned for them or imposed upon them forced planners and authorities to review their approach and include participation as a component of project planning (Sowman & Gawith, 1994:557).

With the advent of democracy in South Africa in April 1994 and the resultant acceptance of the Reconstruction and Development Programme (RDP) by the Government of National Unity (GNU), opportunities for meaningful participation have emerged. The RDP "...focuses on the reconstruction and development challenge for South Africa, it's economy and people. Furthermore, it attempts to address South Africa's racially distorted distribution of income and privilege, and crises brought about by apartheid segregation. These encompass almost all spheres of life, including health, education, nutrition, welfare, transport, security and employment" (CBM 1994:15).

The RDP White Paper (1994:4) in its preamble states that: "At the heart of the Government of National Unity is a commitment to effectively address the problems of poverty and the gross inequality evident in almost all aspects of South African society." The White Paper outlines six basic principles, of which the second is that the RDP is to be people-driven and that people are to be viewed as the most important resource. This is emphasized by the view that development is not about the delivery of goods to a passive citizenry, but about their participation and growing empowerment.

The Reconstruction and Development Programme guides us to believe that a developmental role for the police is a step in the right direction.

The basic principles of the RDP are:

- An integrated and sustainable programme strategy will be implemented at all three levels of government. The idea is to harness all resources in a coherent and purposeful effort.
- A people-driven process: people themselves will actively participate in meeting their own needs.
- Peace and security for all: the security forces must see to this by upholding the Constitution and respecting human rights.
- Nation-building: irregularities must be addressed so that nation-building can take place.

- Linking reconstruction and development: the RDP integrates growth, development, reconstruction and redistribution to meet the basic needs of people.
- Democratisation of South Africa: the people affected must participate in decision-making.

During 1996 Delft was identified as a pilot project for the RDP Programme in the Western Cape. The community in the area participated from the start. Their participation led to the establishment of a project team and throughout the project subcontractors and workers from the community were employed to build the police station. This project was the first of its kind in the Province and it received widespread media coverage and support from the community. This situation created an expectation within the community for a fully fledged police station and an improvement in the quality of service rendered by the South African Police Service (SAPS).

This study will focus on Delft police station, which was established as a RDP project, and at how the abovementioned factors have had an influence in its endeavour to provide sustainable service delivery and facilitate community development.

1.2 Motivation

A preliminary assessment based on participatory observation by the researcher indicates that there is a link between the ability of the Delft SAPS to render an effective and sustainable service in the eradication of crime, gangsterism, corruption, racial conflict, housing conflict, civil intolerance and domestic violence through effective community participation, and development of the community. Low cost housing is a problem in many communities in South Africa. The provision of police stations must be part and parcel of the first phase of housing projects. It can be argued that decent housing and a healthy community environment will give people a sense of pride and that this will have a positive impact on crime levels. People will have the opportunity to have a say in their own development, with the SAPS as a facilitator.

This study aims to contribute to community development by showing that more effective police service practice, and improved community participation in attaining this, are linked concepts. The participation of the community, initiated by the police service, will result in a better service as well as community development.

During 1996, the Delft police station was built as part of the RDP programme. The community, through the RDP programme, participated in the process of building and

commissioning the station. In the En-Masse¹ process of SAPS in 1997 only an Assistant Station Commissioner was appointed at Delft SAPS. No additional personnel were allocated to Delft police station. The expectation that a fully fledged police station was to be established, as well as expectation of improved service delivery, existed among the community. Various media reports have contributed to the negative perception that the Police Service lacks the ability to plan strategically, manage its resources effectively and to provide a quality service to the communities it serves. The proposed redistribution of physical and human resources to Delft police station was met with resistance from Bellville South station management and the unions. Top management at Area, Provincial and National level of SAPS however identified the need for improved service delivery in this area.

A community need assessment, undertaken in 1998 by the SAPS Management Services prior to the erecting of a station, identified the following needs at Delft:

- Pro-active policing;
- Accessibility and availability of police officers when needed;
- An integrated approach to policing within Delft;
- More effective communication with regard to community policing;
- Mechanisms to root out corruption within the SAPS locally;
- Personnel composition that reflects the community, eg demographically;
- Promotion among the community of the opening of the police station, to counter the existing negative perceptions;
- Good relationships between the community and the SAPS; and
- That cognisance is taken of the individual needs of police officials (Voskuil & Beukes Report 1998:13-14).

The Delft community and SAPS were chosen for the study as the first fully fledged police station at Delft was opened on the 10th May 1999. This study will investigate whether the needs of the community as stated above have been met. The objectives of this investigation are:

¹ En-Masse process of SAPS in 1997: Promotion process in SAPS whereby it was compulsory for all commissioned officers to participate in order not to be declared redundant and transferred to other provinces. This process was post bounded.

- To determine whether service delivery has improved, and has ensured maximum output, taking into account the available resources; and
- To determine whether community participation and development has improved under the present conditions.

Preliminary assessment by the researcher indicates that SAPS stations still have difficulty in implementing community participation policies. In this context the researcher is of the view that such stations will benefit from this research.

1.3 Problem statement

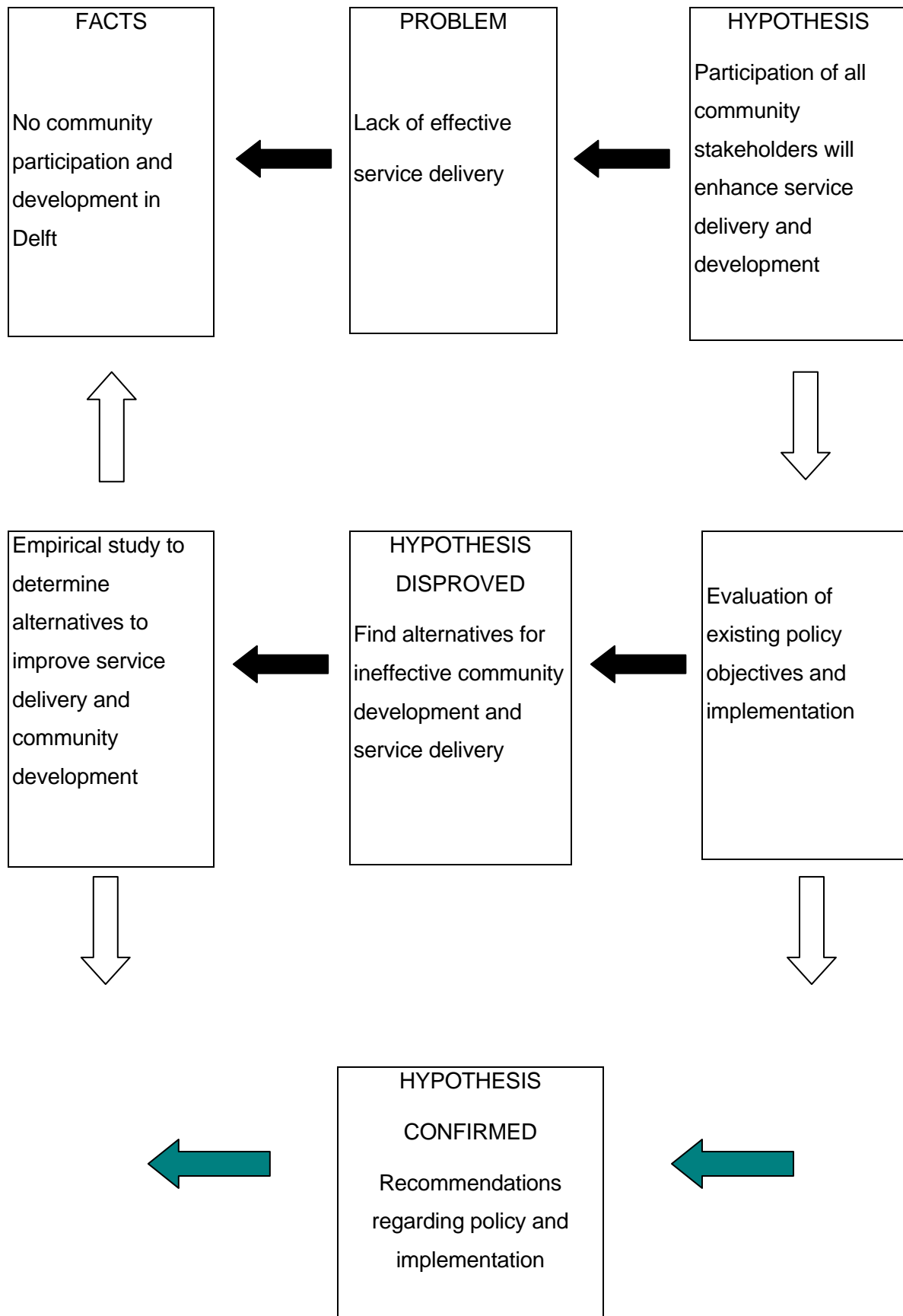
Prior to the opening of a fully fledged station at Delft in 1999 the Delft community was policed by SAPS Bellville South which also served the Bellville South and Belhar communities. It became clear that, with the moratorium on recruitment in the SAPS at that time and the inadequate resources at their disposal, the policing needs of all these communities would not be satisfied.

Since 1999 initial indications are that there is still a lack of effective service delivery from the local SAPS, due to a lack of community participation and development in Delft.

Taking into account the multi-dimensionality of problems to be examined and the multi-disciplinary approach needed to address them, applied research as proposed by Brynard & Hanekom (1997:5) will be undertaken with the objective of recommending workable strategies which are developmentally orientated.

The researcher will use technical guidelines by Bless & Higson-Smith (1995:13) to structure the sequence of the proposed research in order to illustrate the research process (See Diagram 1).

Diagram 1: Research process



1.4 Hypothesis

Effective community development and participation in policing will enhance sustainable service delivery from the SAPS in Delft.

The variables concerned are *community development and participation* as the independent variable to enhance the dependent variable, namely *effective service delivery from the SAPS* (Brynard & Hanekom 1997:20).

The hypothesis is deductive, as the researcher will be departing from an existing theory that a lack of community participation and development are contributing factors which influence service delivery negatively.

1.5 Research methodology

Due to the multi-dimensionality and multi-disciplinary nature of the research problem, it is intended that the researcher will make use of various research methods. Primary and secondary data will be collected to provide both quantitative and qualitative results.

1.5.1 Primary data collection

Participatory action research, as explained by Chambers (1997) and Burkey (1993), is research in which the researcher and the study objects operate as equal partners. Techniques such as comparative data analysis will be used for exchange of information in identifying both the problems and possible solutions.

Similar results can also be achieved by use of the following techniques:

- Selective interviews conducted with relevant role players at scheduled appointments.
- Selection of information from National Managers, Provincial Managers, Area Managers and the Station personnel to provide data by means of statistics.

The researcher will be a participant observer and as an employee at Delft SAPS is aware of the ethical implications of this type of research as stated by Brynard & Hanekom (1997:4).

1.5.2 Secondary data collection

- A comparative literature study of all available and relevant secondary resources will be done.
- Analysis of statistical data to determine the extent and spread of the problem.
- A diachronical study to determine the evolution of the problem.

- References to Acts and policies which may serve as guidelines for existing practice.
- Specialists in the field of research methodology, language, report writing and data analysis have been consulted.

CHAPTER 2: THEORETICAL OVERVIEW AND CONCEPTUALISATION

2.1 Introduction

The transition to democracy in South Africa has seen an opening up of possibilities for the participation of community organisations in local safety and security issues. The researcher has identified the following as focus areas for community development, with community participation being seen as the key concept crucial to success:

- Service delivery;
- Community;
- Community development;
- Community participation;
- Empowerment;
- Sustainability;
- Community policing; and
- A community policing forum.

Today, people are considered to be the most important role players in development. A core component of the human development school is the concept of participation (Coetzee & Graaff 1996, and Coetzee 1989). Participation is perceived as one of the key ingredients in the success of any development effort (Burkey 1993 : 53).

Local authorities have a duty to ensure participation by the community in their affairs and to build local democracy. Citizens should participate in planning and policy-making and act as partners in development programmes (Theron 2005, Chapter 10).

2.2 Service delivery

According to Cloete (2000a: 9-10) public service delivery is conceptualised as the implementation of specific types of policy objectives in the public sector with various degrees of success. It has four distinct conceptual elements :

- The services which are the outputs or end products of Government policies on the one hand (ie the achievement of policy objectives: houses, roads, water, electricity, the state of health services or education etc.);
- The resources or inputs needed for this purpose (money, people, time,

knowledge, experience, provisions etc.);

- The processes through which those resources are transformed into products (strategic and operational management decisions and actions in the design and implementation of policies); and
- The results, outcomes or impacts of those products.

Cloete (2000b:35) indicates that the existence of the following conditions will enhance sustainable public service delivery :

- Strong, honest and committed leadership to drive these processes in the face of resistance to change.
- Effective strategic and operational management structures and processes of policy design, implementation, monitoring, evaluation and review.
- The best use of resources (people, money, supplies and information).
- An organisational culture and work ethic conducive to growth and development.
- A participatory political environment.

The best general, macro-level policy programmes to achieve sustainable development seem to be those that are steered toward the following: Social Sector, Economic Sector, Political Sector, Administrative Sector, Environmental Sector and Technological Sector.

Successful sustainable service delivery in the end depends on a causal chain of events linking the above sectors together into a logical and consistent public policy framework that can be maintained over time. A single weak link in the causal chain can have consequences for policy sustainability and even policy success.

In order to effectively plan, invest in and manage the delivery of services, a municipality needs to be able to:

- Administer the delivery of services;
- Engage in strategic planning, financial modelling, and infrastructure investment planning;
- Determine appropriate service levels;
- Assemble financial packages for investment which include concessionary funding, loans and investment from the private sector, and contracts with the

private sector;

- Calculate and set appropriate tariffs;
- Manage contracts and ensure contract compliance;
- Establish and promote payments for service; and
- Re-prioritise budgets in the light of new development priorities Cloete (2000b: 36).

2.2.1 Service delivery improvement programme (SDIP)

The Service Delivery Improvement Programme (SDIP), (SAPS Bulletin, February 2001) is a management tool or problem solving process of SAPS designed firstly to identify focus areas or problems at station level and secondly to provide a framework within which ideas or solutions are generated to address identified problems and priorities. This is a continuous process that entails planning, implementation and evaluation. Station Commissioners and line managers are expected to table their policing priorities for a specific period (normally one year) during which resources are focused on the process.

Management has to understand policing in an entirely new way. The SDIP should be seen as the Integrated Planning Methodology of the South African Police Service. The focus of the programme is to narrow down local priorities which comprise problems in the areas of crime, quality and internal functioning. SDIP is based on team effort (station management, station members, CPF representatives, etc.) to achieve the stated objectives formulated by that same team (SAPS Bulletin, February 2001).

2.2.1.1 The objectives of the SDIP

To ensure effective planning on various organisational levels.

- To enable police members to be innovative and creative in problem-solving for their own development and to the benefit of the organisations.
- To provide police members with the necessary skills, knowledge and experience to function at different levels in diverse situations.
- To enable police members to deliver an efficient service, both internally and externally.
- To identify performance gaps on various organisational levels.
- To provide a monitoring and evaluation mechanism for organisational

performance evaluation and, most importantly,

- To ensure community participation in determining and addressing local policing priorities.

Various documents regulate the public services outcome specifically for the Police, such as the White Paper on Safety and Security (1998) and the Constitution of South Africa, 1996. These documents dictate that a SDIP be implemented by the SAPS. The implementation of the SDIP is not negotiable and, furthermore, government policy requires that SDIP should be implemented across the board. The implementation of the SDIP programme at station, area, provincial and national level will enable management forums on the respective levels to ensure alignment with the needs of the communities as well as integrating national strategic initiatives at all levels.

It is important to institutionalise the SDIP methodology as the formal planning tool for increased service delivery output, especially at station level, to conform to the public mandate as stipulated by the White Paper on Safety and Security (1998).

2.2.2 The Batho Pele principles

The White Paper on Transforming Public Service Delivery (Batho Pele) (1997) has identified eight principles for transforming public service delivery :

Consultation

The SAPS will ensure public participation and invite comment on the level and quality of SAPS services, and the public can tell the SAPS what they want from them.

Service Standards

The public can insist that the SAPS keeps to the promised standard in the service that it provides.

Access

The SAPS must increase its level of service delivery to physically, socially and culturally disadvantaged groups - all people should have equal access to service.

Courtesy

The SAPS Code of Conduct insists that all members treat everybody with equal courtesy, consideration and respect.

Information

The SAPS must provide every person in the community with full particulars of the services it provides.

Openness and Transparency

The public has a right to know what the SAPS is, what they spend, as measured against their performance, and who is in charge.

Redress

All members of the public have the right to complain and have their complaint recorded. They have the right to a sympathetic and positive response and to an apology when necessary. They must receive regular feedback on the progress made in terms of their complaint.

Value for Money

The taxes paid by members of the public must be used in such a way as to ensure that service delivery is increased.

2.3 Community

A community is a group of people with common interests; the group perceives itself as a community and is considered so by others. It is necessary to define local spatial areas, but it must be recognised that communities are complex and relations are not necessarily spatially determined. Community in this context refers to a diverse and complex concept. The term may refer to geographical placement, such as high crime or inner city areas. Community-based action refers to structured, sometimes professional, organisations set up in communities, with a specific mandate, eg to organise crime prevention.

According to a CSIR & ISS manual for Community Based Crime Prevention (2000:78) community may be defined in the following way :

“A community is an entity comprising a rich diversity of groups with shared interests within a specific geographical boundary or neighbourhood that determines this social group” (Gott & Warren, 1991 : 414; Dreyer, Hattingh & Lock, 1993 : 111).

A community is a closely condensed unit within a boundary, where the specific interests or values of individual members are shared accumulatively by the group, and which is paramount for its continued existence.

According to Sarason (1974) in Dalton, Elias & Wandersman (2001:190) community is defined as “a readily available, mutually supportive network of relationships on which one could depend”.

2.4 Community development

Community development is an integration of value processes of natural, environmental and social relations to increase the resources for the production of sustainable and justly distributed improvements in a community's aspired lives (Swanepoel, 1985:361; Korten,1990:67). Community participation is important in community development, through participation in the management of development programmes (Shisana & Versfeld,1993:5). Community development is therefore the process of overall empowerment, the improvement of the capacity of all members of a community.

According to Schutte (2000a:3) community development is the gradual positive change, among people within a given geographical area, towards self-determined ideals, with minimal outside interference.

According to Schutte (2000b:6) consequent community development takes place once there is a communal sense of bonding, which is only expected to manifest itself in community participation after a sense of value fusion is experienced by the community members. If the phases in community settlement are considered as happening over a lengthy period, it is evident that timing plays an important role in getting the community to participate. If a large proportion (critical mass) of the community has not “uprooted” from where they came, then programmes should at first be designed to foster unity and participation (settlement) before development through community participation programmes could be expected to be successful. It is only after this that bonding exists in the community and that community members would be committed to the notion of improving the social and physical environment, which they share through participation.

The concept “community development” means too many things to different people. Somehow politicians, project managers, consultants and local government change agents, all contribute to popularise community development as a strategy to “uplift” communities (De Beer & Swanepoel 1998: 1–19).

2.5 Community participation

The Municipal Systems Act (2000), defines community participation as a municipal function in the following terms: “ A municipal Council must establish appropriate mechanisms, processes and procedures to enable residents, communities and stakeholders in the municipality to participate in the local affairs of the municipality”.

Roodt in Coetzee & Graaff (1996 : 312) mentions a degree of intensity as a factor in community participation, but regards decision-making as indispensable for successful community participation. Paul (1987: 44) outlines four ascending levels of intensity of community participation, but emphasises that different levels of community participation may co-exist in the same project. He suggests the best form of community participation includes all four levels, but the appropriate level for a specific situation depends on the nature of a project and local circumstances. The levels of intensity are as follows namely:

Information sharing:

Project designers and managers may share information in order to facilitate collective or individual action. Although it reflects a low level of community participation, it can have a positive impact on project outcomes to the extent that it equips beneficiaries to understand and perform their tasks better. In this context they are deemed passive recipients of the benefits of the project.

Consultation:

When beneficiaries are not only informed, but consulted on key issues at some or all stages in a project cycle, the level of intensity of community participation rises. There is an opportunity for beneficiaries to interact and provide feedback to the project agency, which the latter could take into account in the design and implementation stages.

Decision-Making:

A still higher level of intensity occurs when beneficiaries have a decision-making role in matters of design and implementation. Decisions on specific issues or aspects relating to a project, may be made either exclusively by beneficiaries or jointly with other stakeholders/partners. Decision-making implies a greater degree of control or influence on projects by beneficiaries than consultation or information sharing.

Initiating action:

When beneficiaries are able to take the initiative in terms of actions/decisions pertaining to a project, the intensity of community participation may reach a peak. Initiative implies

a pro-active capacity and the confidence to progress on one's own.

Burkey (1993:56) agrees with Paul (1987) in his view of community participation as:

“... an essential part of human growth, that is the development of self-confidence, pride, initiative, creativity, responsibility, cooperation”, and argues that “... without such a development within the people themselves all efforts to alleviate their poverty will be immensely more difficult, if not impossible”.

According to Cloete (1992:102), community participation may also involve members of a community in development activities in the community in order to :

- Try to influence the outcomes of those activities, and
- Obtain as much benefits as possible from the results of those activities.

Community participation can comprise four different types of participation. They are

Ratification:

Which means approval of certain decisions or actions after they have been taken. This form of participation means, in effect, legitimising decisions or actions after someone else has taken them. It is a very weak form of participation which can only demonstrate support but cannot influence the contents of the decision or action concerned.

Consultation:

Means using an audience as a sounding board and eliciting opinions, suggestions, advice or recommendations about an issue before or after a decision is taken unilaterally. It is also a very weak and ineffective form of participation unless the decision maker concerned is committed to accepting the views expressed to him/her.

Negotiation:

Means direct participation in discussions among parties, which leads to joint decision-making through agreement on policy issues, arrived at in a peaceful way. Negotiation does not guarantee an agreement (or a negotiated settlement) but does present an opportunity to anyone to be part of a decision by trying to persuade an opponent, to bargain for a compromise or to threaten force if one's views are not accepted.

Full participation from the start:

This means direct participation in the planning, drafting and implementation of policy programmes after decisions to adopt them have been taken, as well as evaluation of the result. This is the most effective type of participation, because it presents the opportunity for community members to monitor programmes and be part of the process of execution,

thus ensuring that the policy is correctly implemented.

Rahman (1993: 150), defines public participation as follows: “ What gives real meaning to (popular) participation is the collective effort by the people concerned in an organized framework to pool their effort and whatever other resources they decide to pool together, to attain objective they set for themselves. In this regard participation is viewed as an active process in which the participants take initiatives and take action that is stimulated by their own thinking and deliberation and over which they can exert effective control.”

Various national and provincial policies and laws stipulate the need to promote community participation in local government. The Constitution of South Africa, (Act 108 of 1996, Sec 152) , requires local government to “provide democratic and accountable local government for communities” and to “encourage the participation of the community organisations in the matters of local government.”

2.5.1 Core values for the practice of community participation

- The community should have a say in decisions about actions that affect their lives.
- Community participation includes the promise that the public's contribution will influence the decision.
- The community participation process communicates the interests and meets the process needs of all participants.
- The community participation process seeks out and facilitates the participation of those potentially affected.
- The community participation process comprises the definition by participants of the manner in which they participate.
- The community participation process communicates to participants how their input has affected the decision.
- The community participation process provides participants with the information they need to participate in a meaningful way (City of Cape Town Discussion Document October 2001: 12)

2.5.2 Mechanisms for community participation

The Municipal Structures Act, 1998 (Act No 117 of 1998) assigns to municipalities responsibility for “...developing mechanisms to consult the community and community organisations in performing its functions and exercising its powers” (Section 44(3)). Similarly, the White Paper on Environmental Management Policy for South Africa (Notice 749 of 1998) states that community participation mechanisms should be developed to advise the public on environmental matters.

The following procedures and mechanisms for community participation are outlined in the Municipal Systems Act (2000) :

- Consideration of all complaints;
- Consideration of all responses to matters for which public comment is invited;
- Public meetings held on a ward or other basis;
- Public hearings by the Council and its committees when appropriate; and
- Surveys amongst residents when appropriate and the processing and publication of the results.

The Promotion of Administrative Justice Act (Act no.3 of 2000) specifies that the nature of the community participation process must be such as to best support the nature and magnitude of the matter and the issue. Community participation could take the form of one or more of the following:

- Invitations via the media to comment; preceded if necessary by media coverage
- Public hearings, workshops and presentations
- Committee interview meetings
- Public polls, including electronic polls
- Pamphlets/ notices delivered door to door in affected areas
- Road shows, exhibitions, demonstrations
- Phone-ins
- Questionnaires and surveys
- Any other process or method determined by the committee
- Use of the Internet and Intranet communications.

The Municipal Systems Act (2000)(Section 9) refers to the building of the capacity of residents to participate in community participation, but limits this exercise to the sharing of information with the public regarding:

- The available community participation mechanisms, processes and procedures;
- The matters with regards to which community participation is encouraged;
- The rights and duties of residents and communities; and
- Municipal governance, management and development.

Although community participation theory and strategy are well established internationally (Oakley 1991; White 1999; Long 2001; Kumar 2002), in South Africa it is still emerging (Bekker 1996; Liebenberg & Stewart 1997; Meyer & Theron 2000; Meyer et. al. 2002: 82 – 85; Davids et. al. 2005). Since the inception of RDP and IDP, implicating a community – centred approach, community development programmes / projects were decentralised from central government to local government, who now act as the “agents of development” at grassroots (RSA 1994: White Paper on Reconstruction and Development Programme; RSA 1998: White Paper on Local Government ; RSA 2000 : Municipal Systems Act; Parnell et al. 2002).

Although community participation, in the “consultation/involvement/engagement” format was recognised during the 1980s apartheid era, the need for drastic action and crisis management could not accommodate a people-centred and authentic participatory approach due to its more “humane” principles and time consuming nature. The latter is found as an argument against community participation strategies the world over (Kok & Gelderblom 1994: 47 – 55).

From the above explanation, the researcher concludes that successful community participation is the active two-way process by which all communities become aware of opportunities to influence and contribute to the decision-making process from which they were previous excluded in order to gain control over local resources. It is a phased intervention that gradually increases in intensity, involving their understanding and commitment to secure the sustainability of the project so that it enhances the well-being of the community, both personally and economically.

2.6 Empowerment

Khosa (1999:3) argues that at the heart of any infrastructure and service delivery programme there should be a deliberate effort to empower relevant beneficiaries, global

and corporate stakeholders and to establish meaningful institutional arrangements and resources to ensure sustain ability and service affordability.

According to Dalton, Elias & Wandersman (2001:345), a specific definition was proposed by the Cornell Empowerment Group:

“An intentional, ongoing process, centred in the local community, involving mutual respect, critical reflection, caring, and group participation, through which people lacking an equal share of resources gain greater access to and control over those resources.”

Empowerment occurs when people lacking an equal share of resources gain access to and control over those resources. It may refer to behaviour or to other psychological processes, and is a more value-laden term than community participation.

The Reconstruction and Development Programme 1994 (RDP) of the government was aimed at the upliftment and empowerment of disadvantaged people and communities.

The researcher is of the opinion that social change is imperative in our country. This change will go hand in hand with improvements in the quality of life of the people.

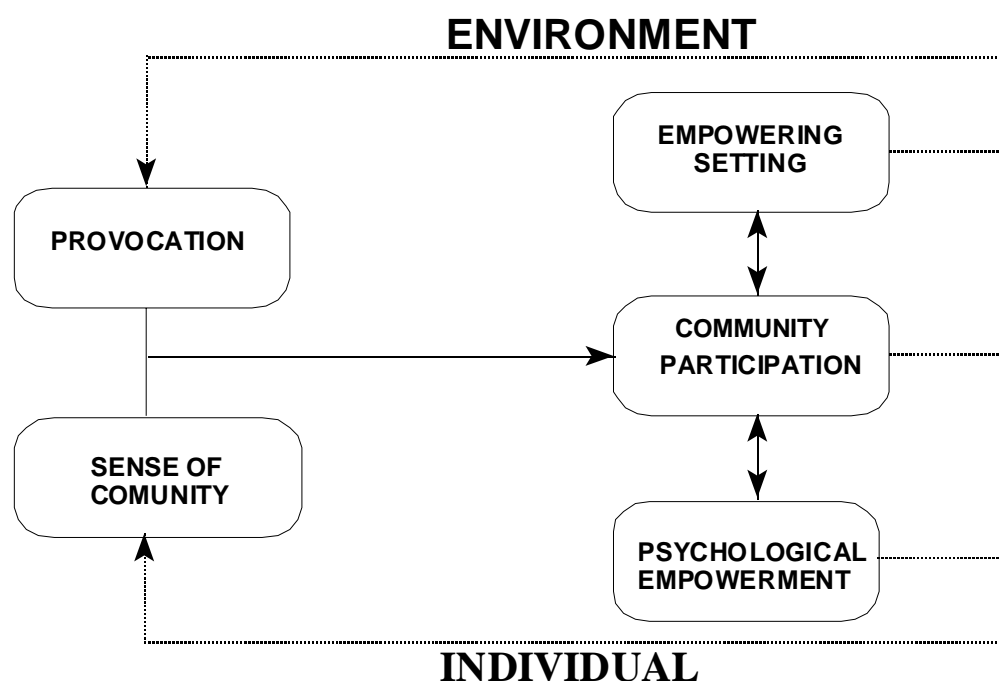


Figure 1: Empowerment and participation: A conceptual model

Source: Dalton, Elias & Wandersman (2001:347)

Figure 1 presents a model of the relationship between empowerment and community participation. It includes qualities of the individual (eg psychological empowerment), the environment (eg provocation, grassroots organisation), and the interaction of these (sense of community participation).

Community participation and empowerment result when citizens who share a sense of community are threatened with a provocation to their community. They respond by forming or joining a community organisation. If that organisation (or setting) empowers them, increased participation and empowerment occur in response to the provocation and this strengthens the sense of community.

The community is unlikely to participate in any community policing initiatives if they are not empowered to engage meaningfully with the local police concerning their problems and priorities. Once the community has been empowered and is willing to exercise responsibility and obligation and to participate in crime prevention, community policing and greater safety will be the result. Community empowerment will need to go hand in hand with educational programmes that are aimed at enabling the community to participate meaningfully in partnership with the police. This process will be strengthened by the cooperation between government agencies of safety and security and non-governmental organisations.

2.7 Sustainability

According to Cloete (2000a:12) sustainability refers to the institutional and functional durability of public policy programmes. Sustainable governance refers to durability of service of a required magnitude and at a required level of quality over an extended period. It therefore implies a thorough assessment of the resource implications of service delivery, the incorporation of the results of such assessments into the design of service delivery strategies, and continuous access to the resources needed to maintain delivery at the desired levels over time.

Sustainability refers to the overall capacity of the organisation to deliver such services and adapt to changing circumstances over an extended period of time - maintaining or, preferably, improving the service concerned. Sustainability, therefore, also includes the notions of flexibility and resilience despite setbacks.

Sustainability should thus not be interpreted as being of only environmental and socio-economic relevance, but should be conceptualised holistically to include political, institutional, managerial and social dimensions :

- Political sustainability refers to durable, effective political commitment and support founded on legitimate, democratic processes (Goldsmith & Blakely, 1992:586).
- Institutional sustainability refers to the establishment of durable, effective and efficient institutions which have a good record of achieving strategic policy objectives and of learning from past failures and successes (Brown,1998:55; Goldsmith & Blakely, 1992:586; Brinkerhoff, 1991).
- Managerial sustainability refers to strong and committed leadership, clear and unambiguous strategic policy objectives, a broad-based consensus about these objectives, effective strategic and operational policy implementation, co-ordination, monitoring, assessment, review and redesign processes (Goldsmith & Blakely, 1992:586).
- Social sustainability refers to durable patterns of social interaction and ways of life in society that result from political, institutional, managerial, economic and environmental sustainability.

2.8 Community policing

Friedman in Jagwanth (1994:169) defines community policing as follows:

“Community policing is a policy and a strategy aimed at achieving more effective and efficient crime control, reduced fear of crime, improved quality of life, improved police services and police legitimacy, through a pro-active reliance on community resources that seeks to change crime-causing conditions. It assumes a need for greater accountability of police, greater public share in decision-making and greater concern for civil rights and liberties”.

Huysamen in Stevens & Yach (1996:65) added to this definition by describing Community Policing as “not only a philosophy but also as an organizational strategy that allows the police and the community to work closely together to solve problems of crime, fear of crime, physical and social disorder and neighbourhood decay”.

Currently the South African Police Service defines community policing as including the following elements :

- The SAPS should be service oriented and should focus on improving the quality of service.

- The South African Police Service should work in partnership with the community.
- Problem-solving involves grouping together and finding solutions for crime problems.
- Empowerment of communities should be undertaken so that they can make an effective contribution to crime prevention.
- The accountability of the police should include accountability to the community.

Community policing is an evolving concept and the philosophy is still new to a whole generation of police officers (Praetor Journal in Servamus, 1996: vt7).

According to Coetzee (1994:154), a human-centred approach to development entails the following:

- Striving for ever-increasing social justice;
- Comprehensive decision-making when it comes to deciding the requirements for a life of dignity;
- Working towards the alleviation of suffering;
- Reconciliation of the need to respect the local ecosystem as well as local social and cultural patterns; and
- Ensuring the advancement of people through their own endeavours.

2.8.1 Objectives of community policing

According to Jagwanth (1994:169) objectives with regard to safety issues are :

- Interaction;
- Co-operation;
- Joint problem-solving;
- Structured consultation;
- Planning; and
- Adaptation.

According to Van Vuuren (1996:101) the objectives of community policing include:

- Enduring partnership between the police and the community;

- Effective protection of the community;
- A pro-active and problem-solving approach to crime and violence;
- Service according to the primary needs of the community;
- Accountability; and
- Visible and accessible policing presence.

All the above must be in accordance with the values of the new democratic South Africa.

According to the SAPS, community policing is a philosophy, or an approach to policing, which recognises the interdependence and shared responsibility of the police and the community in making South Africa a safer, more peaceful and more livable country. It aims to establish an active and equal partnership between the police and the public, through which issues of crime and community safety can jointly be determined (Servamus, October 1996).

Community policing is based on the principles of community participation, problem-solving pro-active action, officer participation in decision-making, police accountability to the public, the customer-oriented delivery of service and the deployment of police personnel at a level closer to the community than in the past.

Community policing should not be incident-driven like conventional policing, but should be pro-active in its approach. Its success will be based on the coordination, cooperation and communication between the community and the police. This type of policing structure is organised. It should identify and analyse problems, then develop systematic problem-solving techniques. It should deal with the root causes of the problems and not the symptoms. The management should not be top-down, but a democratic approach between the police service and community that decentralizes the power at all levels. There should be accountability at local and regional level to a broader community, and cooperation between the SAPS and the community should be promoted. The diversity of communities should be recognized and accepted.

2.8.2 Role players in community policing

As the term indicates, there are two role players namely :

- The Police; and
- The Community.

Both partners must be committed to the principles of community policing and fulfil their roles in the realization of these principles. Community policing in South Africa is based on the concept that police officers and private citizens can help solve community problems related to crime, fear of crime, social and physical disorder and neighbourhood decay. Community policing works if a relationship of trust and commitment is developed with the community. This relationship can work towards mutually identifying and resolving crime and social problems. It is a re-commitment to the traditional values on which policing is based: communicating and working with the people, sharing information and resources and solving the problems which are important to the community.

For community policing to be successful it is imperative for members of the community to realise and accept that they too have a social and moral obligation to assist and support the SAPS in the fight against crime and other forms of social disorder. With the support and participation of the community the police will be in a position to meet the safety and security needs of all people of this country.

Based on the above information, it may be deduced that community policing refers to a specific way of thinking, planning and practising policing, requiring a so-called paradigm shift. The introduction of a community policing philosophy in South Africa in 1993 implied that formal structures had to be established to ensure interaction between the SAPS and its clientele. These structures, hereafter referred to as Community Police Forums, are vehicles that ensure the flow of information from both the communities to the SAPS and vice versa.

A Community Policing Forum (CPF) is a mechanism which is used to achieve the aims and objectives of community policing. The CPF is the communication means between the police and the community. The CPF seeks to ensure that accountability by the police to the community is maintained.

2.9 Community Policing Forum (CPF)

According to a CSIR and ISS Manual for Community Based Crime Prevention (2000) this type of body was initially identified under the interim constitution, the concept being transferred to the South African Police Services Act, Act 68 of 1995. In May 1997 CPFs were adopted as integral to departmental policing and guidelines were adopted. The functions of a CPF are threefold:

- To improve community and police relations.

- To oversee policing at the local level.
- To mobilise the community and facilitate community participation in safety and security issues.

It is incumbent on each police station to have such a forum and it is the responsibility of the Station Commissioner to ensure that it is established. Sub-forums can be established within an area if it is extensive. The CPFs are structured into area and provincial bodies.

Section 18 of the South African Police Services Act, Act 68 of 1995 compels each police station in the country to have at least one CPF.

According to the South African Police Services Act, the forums will enable:

- Increased accountability of the Service to local communities.
- Communities to monitor the effectiveness and efficiency of the police.
- Communities to advise the police regarding local policing priorities.
- Joint evaluation of the provision of visible police services.
- Community representatives to request inquiries into police matters in the community.

The White Paper on Safety and Security (1998) stressed that CPFs should co-operate with local government by :

- Jointly setting crime prevention priorities and agreeing upon strategies to ensure their implementation.
- Assisting with the development of targeted social crime prevention programmes,
- Identifying flashpoints, crime patterns and community anti-crime priorities and communicating these to local government and the SAPS and participating in problem-solving.
- Mobilising and organising community-based campaigns and activities and the resources required to sustain them.
- Facilitating regular attendance by local elected representatives at CPFs.

2.9.1 Roleplayers

CPFs should consist of members of the South African Police Services and representatives of a whole range of interested organisations or groups which are active in the community which is served by a particular police station. This means that CPFs must be representative of all organised structures in the community - youth organisations, churches, business organisations, political parties and any others that operate in the area. CPFs must be truly representative of the community, so that all community interests are addressed. It is better to be large and perhaps clumsy than to exclude some sectors. In terms of the law, every police station must have its own CPF.

2.9.2 Objectives

The aims and objectives of CPFs differ from area to area, depending on the problems experienced in particular communities. Broadly, the aims and objectives are:

- To maintain effective channels of communication with the CPF.
- To make the police accessible to the community.
- To create trust and cooperation between the community and the police.
- To advise police regarding local policing priorities.

2.9.3 Duties and powers of the CPF

Considering the problems with the establishment and recognition of the CPFs by the community, attention should be given to better communicating the actual goals of the CPFs as they have been formulated by the law. More education should be given to the public to convince them that it is to their advantage to participate in and contribute to the work of the CPFs. CPFs should be better promoted. The following duties and power of the CPF were entailed in a document at the CPF conference in Cape Town in 2003:

- Promotion of cooperation between the police and the community -
The CPF will through various mechanisms be able to ensure that the police respond to their queries and keep them informed of what is happening with policing in that area.
- Monitoring of the effectiveness and efficiency of the police -
the CPF will be able to monitor whether the police are performing their functions in an effective manner.
- Advising the police on what are local policing priorities -
the CPF will be able to make suggestions and recommendations to police on

what matters need urgent attention and what policing activities they should engage in to promote a sense of security in the community.

- Evaluating the provision of visible police services -
the CPF will be able to evaluate whether the streets are properly patrolled, to see if police stations are staffed and equipped and to see how police are handling and dealing with complaints from the public.
- Requesting enquiries into policing matters in the area -
if there are incidents or problems in the area, the CPF can request that an inquiry be held into the matter.

2.9.4 Structure of the CPFs

The representatives on the forum should be democratically elected to ensure true representivity of the community. The chairperson and the vice-chairperson should be members of the community and the secretariat should be provided by the police, if required (Stevens & Yach,1996:65). Although every forum can determine its own structure, the establishment of subcommittees to address specific problems and needs of the community is advised.

2.9.5 Current status of CPFs in the Western Cape Province

Currently there are CPFs that have been established by the Ministry in the province and most of them are active. There are Area Boards in each of the four policing areas of the Western Cape, and they are responsible for coordinating the activities of CPFs at area level. At provincial level, the activities of the CPFs are coordinated by the Provincial Board, which is constituted by all chairpersons of Area Boards together with Area Commissioners. The Provincial Commissioner and the MEC are members of this board, which is also responsible for advising the MEC on matters of community policing in the province.

The participation of the community in these structures is very important, since it gives them an opportunity to deal directly with issues of crime that are affecting them. This also helps police to plan according to the concerns and needs of the community.

2.10 Summary

In this chapter the researcher's aim was to define some of the concepts relevant to the study.

As a participant observer the researcher strived to ensure that most of the concepts mentioned in this chapter were applied. Although SAPS Delft had set goals and

objectives as described in par. 2.2.1 and par.:2.2.1.1, the researcher observed that the community's biggest expectation concerned the service delivery by SAPS. Changes to the SAPS personnel, inadequate resources and low morale of members which affected their readiness to render a proper service can be regarded as contributing to this situation. The extension of Delft and the influence of new residents from various provinces has resulted in the need for an elapse of time to effect and establish their own culture and dynamics in the community.

The researcher is of the opinion that despite the compelling motivations to increase the level of community participation in local government planning and decision-making processes, it is important to recognise that there are limits to and concerns about processes that foster collaboration and consensus building.

Community participation creates an opportunity to integrate community needs and aspirations into planning and development to coordinate the activities of different sectoral interests and to foster inter departmental collaboration within the local authority. The researcher wants to use the concepts mentioned and investigate their impact at Delft.

The focus was put on the variables, namely community participation and development (independent variables) and service delivery (dependant), as the aim of this study is to determine whether the latter is enhanced and also whether the enhancement is sustained. In the next chapter the demographics and population of the Delft - Belhar area, which is served by the South African Police Service at Delft, will be explored.

CHAPTER 3: THE DELFT COMMUNITY

3.1 Introduction

The previous chapter dealt with the process of conceptualisation, as a stage in the researcher's investigation of service delivery through public participation and community development.

Active public partnership between the police and the community has contributed to more successful policing throughout South Africa. This is evident from the number of community interest groups that are progressively actively participating in crime-fighting and the number of offers of community resources regularly accepted by the SAPS.

The SAPS, as has been proven on numerous occasions in the past, cannot ever expect to fight crime successfully without the active participation of the community. Active community participation is thus at present considered to be of strategic importance in the safety and security arena.

The aim of chapter 3 is consequently to describe the area and the relevant indicators which initiated the erection of Delft SAPS. Although Delft SAPS serves both Delft and the Belhar area this research will, for the purposes of this study, focus on the Delft area only (See Annexure A: Location map of Delft).

3.2 Historical background

Delft is a relatively new township, as the first houses were built in November 1989. At that time the Group Areas Act was still in operation and the first so-called Coloured people start moving into Delft in January 1990. After the April 1994 elections, one of the major aims of the RDP was to improve the standard of living. Delft is situated on the Cape Flats, within the boundaries formed by the N2, the R300, the Stellenbosch Arterial and Modderdam Roads, which fall under the Tygerberg Administration of the City of Cape Town (See Annexure A).

In 1999 the population growth was 2,5% per annum, and the unemployment rate 40% according to the City of Tygerberg (Southern Spatial Development Framework (SSDF) Final Draft, September 1999). It is estimated that the unemployment rate might now (2004) be 50%.

Delft is divided into six areas, namely Voorbrug, Roosendal, The Hague, Eindhoven, Delft South and Leiden and has a total population of $\pm 180,000$. The police station covers an area of 408,2 hectares.

3.3 Developmental projects

It is considered that the activities of the following developmental projects will give some indication of the prevailing conditions in the area:

3.3.1 The Masakhane programme

It was believed that meaningful change and the success of the RDP would materialise through the creation of better social conditions at local level. During 1997 the members of the South African National Assembly pledged themselves to support Masakhane by doing the following:

- Building integrated cities;
- Ensuring efficient delivery of services;
- Promoting accountability;
- Establishing social partnerships;
- Facilitating local economic development; and
- Promoting safety, security and peace.

3.3.2 The Integrated Service Land Project (ISLP)

According to the definition in ISLP (1997) the Integrated Service Land Project is a R1,4 billion development project, which is primarily aimed at addressing the development needs of families living in informal settlement in the black townships. Delft is included in the project and its new developments are designed to accommodate the above mentioned families.

Spearheaded jointly by communities, RDP forums, the Provincial Government and Regional and Local Authorities, the ISLP has been designed to plan, and then implement, strategies for integrated and holistic development that are characterised by community participation and representation during all phases. The project has been devised to meet the residential needs of low income families in the project area who qualify for the Capital Subsidy Scheme of National Government. The needs for services and facilities which promote health, education, welfare, unemployment and recreation are also being addressed.

Key features of the abovementioned project are as follows:

- Development of sites;

- Housing opportunities;
- Community initiatives;
- Facilities;
- Employment creation and skills training;
- Economic development; and
- Information and education.

Apart from the above mentioned projects, the erecting of the Delft police station was identified as a pilot project for the RDP programme in the Western Cape. There was community participation from the start. Similar key features were evident in the erecting of the Delft SAPS.

3.4 Socio- economic profile of Delft

The population of Delft comprises an upper-middle class group, a low-income group and a large number of unemployed people. The different occupational classes residing in Delft are professionals (teachers, nurses, policemen), business people (self-employed), informal traders and labourers. A number of shopping complexes, where residents do most of their shopping due to their accessibility, are scattered throughout Delft. These shops are also regular places for children and teenagers to hang out, and this situation creates fertile grounds for them to become acquainted with and be exposed to gangs. Due to the high unemployment rate illegal activities such as drug trafficking and prostitution, as well as gangsterism, are flourishing, with subsequent strain on the financial resources available to combat them.

The ISLP (1997) has stressed that empowerment of communities through training and economic development opportunities was a major focus of the project. The development of an economic strategy for the ISLP is vital to ensure that ISLP communities have the opportunities to sustain themselves and that residents are able to contribute to improving their living conditions. Much of the economic activity so far has focused on support for small contractors, thus ensuring that they benefit from housing and other contracts in the project.

The ISLP has, for example, initiated a programme of support for small builders on housing contracts in Southern Delft. Nineteen contractors were awarded contracts to build 50 houses each. In order to help them complete projects successfully, they

received support in the form of management and financial advice from established companies. The success of this programme has paved the way for the allocation of 1,100 more houses to small builders on the same basis.

3.4.1 Education

Educational provision in Delft comprises 15 creches, 8 primary and 3 secondary schools. Many of these are overcrowded and a few of the creches do not conform to required standards of hygiene. There are at present no technical training facilities available in Delft.

3.4.2 Recreation

There are 3 sports field complexes, used by various sporting codes such as rugby, soccer, cricket and netball. The Delft South Community Centre is also well equipped to host indoor sporting activities. During 1997 the RDP Forum of Delft, together with the Jewish National Fund of South Africa, the Department of Water Affairs and Forestry and the then City of Tygerberg formed a partnership for the development of a park in the Delft residential area. This park drew its inspiration from the “Greening of Israel” campaign and so it was that the Nelson Mandela Peace Park in Delft was developed and nurtured. Subsequently Tikkun (Jewish National Fund of South Africa), as cited in The City of Cape Town and Tikkun Community Development Partnership (2002) has formed a partnership with the City of Cape Town to further develop this and other future projects.

The park gives the community access to education, skills creation, conservation awareness and recreation. In this way social and economic skills can be developed while environmental awareness is encouraged. It is a place where the income-producing skills taught will lead to a life of economic and social upliftment, rather than the present sense of hopelessness that abounds in Delft. The park also provides the following services to the community:

- Facilities for the disabled;
- A soup kitchen;
- An HIV/Aids counselling centre;
- Facilities for pottery, needlework and embroidery;
- Computer training facilities;

- Life skills training;
- Sewing and beadwork areas;
- A resources centre;
- A communication centre with fax, e-mail and telephone facilities; and
- A swimming pool, which opened on 3 March 2001.

(Fritz, coordinator at the park and chairperson of the Delft Health Forum: Interview 2003).

3.4.3 Housing

According to the City of Tygerberg SSDF (1999) document, Delft consists of 12,015 housing units. The number of serviced residential erven is 13,673 (5,812 in Delft South). The average number of persons per housing unit is 7.7. A housing delivery process which resulted in nearly 7,000 units being delivered to beneficiaries at low cost in little more than four years earned Delft recognition from the World Bank (1992) as an impressive low income housing delivery project.

Delft remains an extensive but incomplete housing estate, devoid of the better qualities of urban living. The poor performance of its built environment impacts on the quality of life of residents. High levels of poverty, unemployment and anti-social behaviour are prevalent. Local characteristics include the fact that Delft is:

- Centrally located, but geographically separate from the metropolitan area;
- Without significant local employment opportunities – this fact, together with the lack of commercial or retail facilities and tertiary education or health institutions, necessitates costly travel over long distances;
- A dormitory residential neighbourhood characterised by a monotonous, low-income housing sprawl, interspersed with vast sterile open spaces, devoid of any feature of value either scenically or as an amenity.

3.4.4 Health

One community health centre is situated in the area, catering for approximately 500 out-patients daily. The community health centre includes a fully comprehensive, integrated health service and provides a 24-hour service. Delft Health Centre is the second busiest 24-hour unit in the Metro, which consists of 11 districts (See Annexure B: Community Health Services Organisation 2002, which illustrates this).

In addition to the services provided by the community health centre, eight private medical practitioners, as well as a number of district health nurses, are actively rendering medical service in the area, according to the chairperson of the Delft Health Forum.

3.4.5 Community amenities

There are three halls and one community centre (hall and library), two local authority administration offices, two libraries, one post office and one police station (See Table1).

TOWN	EDUCATION				HEALTH			CIVIC							
	Creche	Primary School	Secondary School	Other Schools	Comm Health	Clinic	Old Age Care Centre	Library	Hall	Administrative Offices	Post Office	Police Station	Fire Station	Cemetery	Sport Field Complex
The Hague	2	1	-	-	-	-	-	-	-	-	-	-	-	-	-
Roosendal	5	1	1	-	-	-	-	-	-	-	-	-	-	-	1
Voorbrug	3	2	1	-	1	-	-	1	1	1	1	1	-	-	1
Eindhoven	2	1	-	-	-	-	-	-	1	1	-	-	-	-	1
Town 1	1	-	1	-	-	-	-	-	-	-	-	-	-	-	-
Town 2	1	-	-	-	-	-	-	1	1	-	-	-	-	-	-
Town 3	1	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Town 4	1	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Town 5	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Town 6	-	1	-	-	-	-	-	-	-	-	-	-	-	-	-
TOTAL	15	7	3	-	1	-	-	2	3	2	1	1	-	-	3

Table 1: Delft Community Facilities

Source: City of Tygerberg. 1999. Southern Spatial Development Framework (SSDF)

3.4.6 Income

The figures in Table 2 below show that in 1996, 19% of the employed persons in Delft earned between R501-R1,000 per month. 42% were in the R1,001-R1,500 per month bracket and 24% in the salary bracket R1,501-R2,500.

Table 2 provides the income distribution as reflected in the Census of 1996.

INCOME (RAND) MONTHLY	NUMBER
None	50
E1 - R200	125
R201 - R500	439
R501 - R1000	1 848
R1001 - R1500	4 106
R1501 - R2500	2 386
R2501 - R3500	443
R3501 - R4500	98
R4501 - R6000	39
R6001 - R8000	17
R8001 - R11000	13
R11001 - R16000	7
R16001 - R30000	4
R30001 or more	-
Unspecified	85

Table 2: Individual income of employed persons between 15-65 years.

Source: Stats SA, Census 96.

3.4.7 Crime

Table 3 illustrates crime statistics for the period where Delft still fell under Bellville South (1996-1998) in comparison with a three year period where Delft was operating as a fully-fledged police station (2000-2002).

The statistics in the following table clearly show the high percentage of crime occurrence in Delft whilst under Bellville South.

	BELLVILLE SOUTH			DELFT		
OFFENCE	PERIOD			PERIOD		
	Jan - Dec 1996	Jan - Dec 1997	Jan - Dec 1998	Jan - Dec 2000	Jan - Dec 2001	Jan - Dec 2002
MORE POLICEABLE CRIMES						
Robbery	461	420	638	600	724	749
Burglary (business)	209	314	255	105	117	60
Burglary (residence)	871	1254	1269	1306	1013	1038
Theft of m/vehicle	88	123	133	111	134	154
Theft out of m/vehicle	422	579	670	440	528	537
Illegal possession of firearm	70	79	144	222	169	191
Drug-related crimes	103	128	147	348	147	199
SUB-TOTAL	2224	2897	3256	3132	2832	2928
LESS POLICEABLE CRIMES						
Murder	69	84	125	93	63	85
Attempted murder	129	177	250	133	98	144
Assault GBH	736	765	907	962	905	856
Assault Common	1118	1276	1015	1359	1332	1657
Indecent assault	66	64	65	92	93	98
Theft	1324	1319	1417	1247	1499	1706
Rape	255	278	246	214	176	179
SUB-TOTAL	3697	3963	4025	4100	4166	4725
TOTAL	5921	6860	7281	7232	6998	7653

Table 3: Comparative crime statistics: SAPS Bellville South and Delft.

Source: CIAC, SAPS Bellville South and Delft.

According to the experience of the head of the Crime Intelligence Analytical Centre (CIAC), Delft SAPS, low income levels, high levels of unemployment and easy access to drugs and liquor are the main generators of crime in the Delft area. This, together with extreme over-crowding, results in a high incidence of anti-social behaviour. This manifests itself in the high level of social crime.

Social crime such as Assault With Intent To Inflict Grievous Bodily Harm, Assault Common and Crimen Injuria make up approximately 30% of the total crime in the area. Another social crime that occurs mainly due to the abuse of liquor is Malicious Damage to Property. This contributes approximately 10% to the total crime.

Rape and Indecent Assault also occur frequently, mainly in the vicinity of shebeens with the victim often being targeted at the shebeen. Due to a lack of entertainment facilities, youngsters frequently visit shebeens.

Low income levels contribute to the high levels of Housebreaking and Theft (theft of motor vehicles and theft out of motor vehicles included). Unable to support their families adequately, community members turn to crime as a source of income.

Gang activity in Belhar has flowed over to Delft. Drug-related and firearm-related crimes can be attributed to gang members. It appears that drugs and firearms are easily available in the area but finding and arresting the key figures is difficult, as they keep a very low profile.

A growing trend is the Armed Robberies now being committed. The suspects in most of these incidents are from surrounding townships. Due to many escape routes, Delft is the perfect location to commit these crimes and get away quickly and easily.

The Delft area is still extending and has an influx of people from different communities, which is making it challenging for policing.

The high crime level that is rife in Delft can be explained by the root causes - namely unemployment, poverty, low literacy level, low income and cultural differences. Besides this, there is still a need to improve community participation in working with the police, as is reflected in the fact that there are only 60 active reservists and 8 registered neighbourhood watches in Delft and 3 in Belhar. There are also street committees, who like to work in tandem with the police. The policing partners mentioned are an indication of the eagerness of the community to work with the local police.

Although the comparative statistics between Bellville South and Delft reflect a general increase in crime in Delft, this is not necessarily the case when the rise in crime is compared to the increasing population of Delft.

During the period 1996 to 1998, Delft was still a part of Bellville South. The community was small and still developing. There was only a satellite police station in Belhar and the residents in Delft would have found it difficult to get to Belhar to open cases. Once the station opened in Delft in 1999, service delivery improved and the community was able to report cases that were previously ignored. As the community developed and more suburbs were added to Delft the population increased drastically, which resulted in more and more cases being opened.

3.5 Summary

This chapter analyses the community of Delft with all its dynamics and developments.

As cited in Theron (2005: 181) the international rationale for the promotion of community participation and partnerships (PPP) and local economic development (LED) in South Africa, rests on the belief that if the community participate in development programmes, then these programmes will be seen as legitimate.

Not all stakeholders have the same expectations or interest in community participation. While there is a general recognition of the importance of community participation, the interest of stakeholders is largely determined by their location within the economic political and social fabric of the city. Community participation is fundamentally concerned with building local democracy and about rebuilding the trust of the public in local government.

Active partnership between the police and the community have undoubtedly contributed to more successful policing throughout South Africa. This is evident from the number of community interest groups that are progressively actively participating in crime fighting and the number of offers of community resources regularly accepted by the SAPS.

The SAPS cannot, as has been proved on numerous occasions in the past, expect to fight crime successfully without the active participation of the community. Active community participation is thus presently considered as being of strategic importance in the safety and security arena, which is also applicable in Delft. Theron (2005: 218) further argues that development cannot become sustainable unless the community

participates in the conceptualisation, planning, implementation and monitoring of development programmes and projects. Although the principle of community participation is accepted on the level of international decentralised decision-making and democratisation processes, the “culture” of community participation has not yet been established in South Africa. The researcher is of the opinion that community leaders politicians, NGOs and the beneficiary communities often expect too much from the outcomes of community development programmes or projects.

In the next chapter the role of community stakeholders will be evaluated critically in order to establish whether they have lived up to expectations.

CHAPTER 4: AN EVALUATION OF THE ROLE OF COMMUNITY STAKEHOLDERS IN SERVICE DELIVERY AT SAPS DELFT

4.1 Introduction

“No organization operates within a closed system or vacuum. All organizations, no matter how small, operate within both a general and specific environment. The specific environment in which an organization operates is close to the core business of the organization and any change in this environment will have a direct influence on the organization’s daily operations” (Fox et al., 1998:5).

The SAPS, like most employers, distinguishes its institution by virtue of the calibre of its personnel and the quality of the service these personnel deliver. Given the prominence of policing in the maintenance of democracy in this country, the SAPS is under constant and severe scrutiny. The conduct of the SAPS, corporately and individually, is therefore constantly judged, evaluated and compared to that of other service providers. It is therefore to the benefit of the organisation to do everything possible to equip the employee to render the best possible service to the community.

It may be seen from the previous chapter dealing with the Delft community, that community participation in projects and policing is a means of achieving development outcomes. In order to derive effective community participation in integrated development processes, this chapter will critically evaluate the role of community stakeholders in service delivery at SAPS Delft, taking into account the resources at its disposal.

4.2 Human resources

Stewart et al. (1996: 10 – 11) is of the opinion that there is an argument that Human Resource Management (HRM) is broadly focused on managing people but emphasizes policy, procedure and process. It is also both holistic and strategic but is linked to organisational performance as well as individual and societal needs. HRM involves all those decisions and actions of the management of people which create and sustain competitive advantage; notwithstanding that the ideas of competitive advantage are particularly associated with a whole literature and set of debates in the realm of organisational strategy.

The researcher agrees with the author that HRM is both strategic and practical and is simultaneously processual and functional. Its relationship with personnel can be seen

as one of functional integration with the roles and activities of line managers in organisations who are increasingly decentralizes and empowering.

Human Resource Management is one of the organisational priorities that the SAPS must strategically focus on. This has been done and confirmed in terms of government policy, the national intelligence estimate, crime information and crime pattern analysis. By virtue of this the National Commissioner and the top management of the SAPS are counting on the support and commitment of every employee of the service to ensure the successful implementation of our strategy to combat crime.

To ensure effective and efficient service delivery, each and every police station must strive towards the following in human resource management:

- Optimising use of personnel;
- Developing and implementing human resources policies;
- Developing human resources;
- Implementing affirmative action;
- Institutionalising performance management;
- Institutionalising a professional service rendering ethos; and
- Developing and implementing an Employee Assistance Programme.

SAPS Delft is structured as explained in the attached organogram (See Annexure C).

The personnel comprises 184 members divided as follows:

Community Service Centre (CSC)	73
Crime Prevention (CP)	31
Criminal Investigation Department (CID)	38
Support Services (SS)	11
Crime Intelligence Analytical Centre (CIAC)	3
Public Service Act Personnel (Civilians)	27
Total (including station commissioner)	184

Table 4: Delft SAPS personnel composition

Source: HRM, Delft SAPS

At the time the research was undertaken, the researcher occupied the post indicated by the dark bordered box on the organogram (Annexure C).

The station commissioner sees the station as a very challenging one to manage. Besides the main station at Delft, there is also a satellite station at Belhar. A total of 35 vehicles serve the community and police the area. There are 60 active reservists and 8 registered neighbourhood watches in Delft and 3 in Belhar. There are street committees, who work in tandem with the police.

4.3 Organisational development

Change is one of the most significant phenomena in the world today, and we are not coping with it adequately: Change in size of populations and movement of people; change in the nature, location and availability of jobs; changing relations between whites and blacks, between workers and employers, and between generations; change in relations between village and city, city and nation and, of course, change in the relations between the global empires that are rising.

Organisational development typically:

- Is a long-range effort to introduce planned change;
- Is based on a diagnosis that is shared by the members of an organisation;
- Involves the entire organisation or coherent system, or part thereof;
- Has the goal of increasing organisational effectiveness and enhancing organisational choice and self renewal;
- Uses various strategies to intervene in the ongoing activities of the organisation in order to facilitate learning and to make choices about alternative ways to proceed (Integrated Care Network. 2004).

Each and every citizen of this country has a moral obligation to contribute to the upliftment of all South Africa's inhabitants. This is especially true of workers in the public sector, in this case the SAPS. By fulfilling a developmental role as described in this study, this organisation can make a difference. It is especially in the dimension of the development and sustenance of self-esteem that SAPS Delft can contribute to the development of its community. To do this, the local police officers must understand the philosophies and principles of development. In fulfilling this role they are guided by the Constitution, 1996, the Police Act, 1995, the Code of Conduct and policy documents.

Typical organisational values, including respect and dignity in the treatment of people, cooperation, functional openness, interdependence, and authenticity are placed at the core of a set of circles. The priorities and objectives of the SAPS coincide with how the values are articulated and operationalised. These are further enshrined by the Batho Pele principles mentioned in par.2.2.2 and the SAPS Code of Conduct.

In order for any organisation to render an effective service, it is important that the particular organisation must run on all its cylinders. During 2001 the area office under which SAPS Delft resorted established that there was a low morale and a high level of negativity at the police station. In order for them to determine the causes they conducted an organisational diagnosis through psychological services at the area office. This investigation was done by means of a questionnaire which all the members of the station were supposed to complete. The questionnaire was available in Afrikaans and English and 53% of the personnel participated in the investigation.

According to the investigation it was revealed that the following problems existed at the station:

- Manpower shortage
- Logistical / resource shortage
- Allegations of racism
- Allegations of corruption
- Inefficient training in terms of:
 - Human Resource Management
 - Station Management
 - Members themselves
- Lack of discipline
- Division among members
- Management

What South Africa, and also the community of Delft, needs is a paradigm shift among all concerned so that they will not ignore, but will look beyond, the contribution of apartheid policies of the past as a root cause of underdevelopment. Merely giving houses to people does not change their value systems so that they develop the responsibility to pay for services or to maintain the bond payments. The erecting of a fully-fledged police station at Delft is no exception, as it must also strive to bring about

change in this uniquely diverse community. The effectiveness of the new police station will depend on the cooperation and development of all the stakeholders.

4.4 Community participation at Delft

The Constitution of the Republic of South Africa (1996) (Chapter 7) mandates local government to :

- Provide democratic and accountable government for local communities;
- Ensure the provision of services to communities in a sustainable manner;
- Promote social and economic development;
- Promote a safe and healthy environment; and
- Encourage the participation of communities and community organisations in matters of local government.

In Delft, community participation in implementing these mandates is encouraged by, respectively,

- Local government providing political education and encouraging participation in community forums
- Local government social services, including those provided by SAPS
- Police and community forums, with the cooperation of NGOs
- SAPS and local government health and welfare services
- Various bodies, including SAPS community police forums, neighbourhood watches and NGOs

Community participation is a democratic right necessary in order to improve and influence legislation. Citizens can contribute to the well-being of their communities and, in so doing, help create a better society, an improved quality of life. The political will to improve participation faces the obstacle of lack of capacity on the part of those whose participation is most necessary. If community participation is to empower the poor, ways have to be found to overcome the problem of skewed access to resources.

One of the unique attributes of the Constitution (Act 108 of 1996) is that it enshrines certain socio-economic rights, including the right of access to adequate housing, health care services, sufficient food and water and social security. The State has a

constitutional duty to institute reasonable legislative and other measures to achieve the progressive realisation of these rights.

4.4.1 The role of local government

The decentralisation of policing functions to the lowest possible level within the SAPS has become a core policy tenet, which informs national policing policy. This focus on the empowerment of local policing aims to ensure that the diverse needs of communities are met by innovative responses from SAPS stations.

The crime prevention functions of municipal police services will primarily be exercised through the visible presence of law enforcement officials by means of point duty, foot, vehicle or other patrols. Visible policing by municipal police services will include responding to complaints and reacting to crime in instances where a delay in activating a response from the SAPS could lead to loss of life, loss of property or the escape of perpetrators.

Established municipal police services will be responsible for the following in their areas of jurisdiction:

- Acting as the primary bodies policing road traffic and related laws;
- Policing municipal by-laws; and
- Performing visible policing and related crime prevention functions.

4.4.2 The role of community police forums

CPFs should co-operate with local government by:

- Jointly setting crime prevention priorities and agreeing upon strategies to ensure their implementation;
- Assisting with the development of targeted social crime prevention programmes;
- Identifying flashpoints, crime patterns and community anti-crime priorities and communicating these to local government and the SAPS and participating in problem-solving;
- Mobilising and organising community-based campaigns and activities and providing the resources required to sustain them; and
- Facilitating regular attendance by local elected representatives at CPFs.

The CPFs of Delft and Belhar are both active. In each of the past three years of the existence of the police station three or more annual general meetings have been necessary in order to establish a CPF. At the respective annual general meetings in 2002 everything proceeded smoothly and the CPF committees were elected without difficulty.

Delft has eight registered neighbourhood watches that are working in close cooperation with the local police. The number of street committees in the area is also increasing on a daily basis. This has on occasion led to friction amongst the street committees because they were patrolling in one another's territories and it has sometimes been necessary for the police to intervene in order to ensure that the committee or neighbourhood watch still continues, but with clear guidelines for behaviour, in order to fulfill the common purpose.

Thirty four organisations of which the SAPS are aware are registered at the CPF. The organisations in the area which were established through the community's own initiative and need, outnumber those organisations of which the police service was the initiator. The police have found that it seems difficult for organisations to simply serve the community as a whole, without taking into consideration their various political alliances.

4.4.3 The role of the media

The media may be seen to play an important role in two respects regarding political participation (Lawson 1993:157). Firstly, the media reports on certain policy issues such as crime. This reporting contributes toward policy agenda-setting. This basically means that the media is making both the public and policy-makers aware of the existence and nature of any particular policy issue that needs to be addressed.

Secondly, the media can also editorialize on specific policy issues. In other words, the media can present views, proposals or criticism of particular policies. This would include views on the implementation of policies, such as the inability of the police to deal with a particular issue.

The water cuts and evictions during March and April 2002 brought out a new dimension in cooperation from the community of Delft. Out of solidarity they stood together and their actions led to protest and public violence. Their protests were of such an extent that on 30 April 2002 about 60 people were arrested for public violence (See Appendix D, a newspaper article about the incident). Police intervention led to the establishment

of a committee whom the police, the sheriff of the court and officials from the City of Cape Town (Tygerberg Administration) now consult before executing any operations in the community.

4.5 Outreach projects

“It is indeed a privilege and honour to be part of this wonderful achievement and initiative of the Delft SAPS to award their police officers for service rendered by them. Not only the police officers, but also members of the community who rendered work throughout the year, and they indeed strengthened the hand of the police service,” Deputy Provincial Commissioner Adam Blaauw said at a gala evening hosted by SAPS Delft in the Bellville City Hall on 28 November 2000 at the awards ceremony of the police station for Achievers of the Year 2000.

Schutte (2000b:6) argues that, irrespective of how close the individual may be to his/her home, if he/she is not fully immersed in the happenings in the new surroundings, then he/she will not feel a sense of belonging and/or identity and will thus be less inclined to participate in local community activities, including development projects. Therefore, in order to be successful in participatory community development exercises in the case of new communities, it is also necessary to assess the stage of settlement at which the community finds itself as well as the predominant factors leading either to the perception of value fusion or the lack thereof.

Once a community has been united through value fusion it is evident that there is a greater possibility that members will participate in the community, and once they have settled there is an expectation that a sense of co-responsibility will develop, encouraging people to take care of or improve living conditions in the area.

Projects in the community are done in close cooperation with the police. The successes of the projects are due to the dedication and commitment of the various role players.

One project in Delft South in which various stakeholders participate is the Masibambane Consortium, which comprises:

- The Centre For Early Childhood Development (CECD);
- The Early Learning Resource Unit (ELRU);
- The Foundation For Community Development (FCD); and

- Ekuhlalani Community Pre-School Project.

Each of the partner organisations is based in Cape Town.

In each of the project areas the following services and programmes are offered:

- A pre-school for ± sixty (60) children;
- Aftercare facilities for children aged 6-9 years;
- Teacher training;
- Governing Body training;
- Training for child minders;
- Support groups for parents and families;
- A toy library; and
- Community outreach work.

From a social crime prevention perspective the local SAPS also closely participates in the abovementioned projects and liaises with the relevant stakeholders regularly. There is a global realisation that addressing social imperatives can no longer be seen in terms of isolated silos of activity. This has precipitated the growth of private/ public sector partnership.

Schutte (2000b : 9) sees the elements of community participation as the following:

- Full community participation;
- Bottom-up development approach;
- Addressing the real needs of the community;
- Initiated by the community;
- Planned by the community;
- Executed and driven by the community;
- Accommodating local knowledge, cultures, norms and values;
- In interaction with the capacity of the social environment; and
- Timeously executed.

Another very successful project was the opening of the Delft and Belhar SAPS trauma rooms on 13 August 2002. This joint venture included participation by the following stakeholders:

- SAPS;
- Department of Community Safety;
- The sheriff of the court, Bellville;
- The local CPF's for Delft and Belhar;
- Non-governmental organisations (NGOs) Women Against Women Abuse (WAWA); Victim Empowerment Programme; Child Care Centre (Child Protocol Social Services); Volunteer Programme; Home Based Care Project
- Schools;
- Churches; and
- Neighbourhood Watches.

Delft, like the rest of South Africa is in a process of transition, and we should all strive to achieve the weaving together of different strands to attain a community unified in its diversity. Trauma centres have an important role to play in this process, because trauma has the effect of breaking the threads that bind a person to his or her sense of self and to his or her society. In this context the trauma centre should seek to strengthen these ropes that hold and build the community and the large numbers of survivors of violence and torture contained in it.

4.6 Summary

The objectives of the SAPS can only be achieved through the collaborative effort of the SAPS, other government institutions, the organisations and structures of civil society and individual citizens.

The SAPS Journal (November/December 2004: 19) has emphasised the fact that the SAPS has focused on various programmes in promoting its partnership with different sectors of the community. These programmes include:

The Anti-Rape Strategy: The responsibility of the SAPS in terms of the interdepartmental anti-rape strategy include initiatives to reduce rape, to improve the investigation of rape and services to victims of rape.

The Domestic Violence Act: The review of existing Domestic Violence training packages and the development of a comprehensive, accredited Domestic Violence training programme for the SAPS commenced in 2003.

Victim Empowerment Programme: SAPS members were trained in victim empowerment. The training focused on getting members the necessary skills to handle all victims of crime in a sensitive manner. The community based victim empowerment programme managed by Victim Support South Africa (previously Business Against Crime (BAC)) is operational at 307 police stations, of which Delft is one.

Violence Prevention: The SAPS has continued to participate in the interdepartmental process that impacts on its violence prevention programmes, including the *Moral Regeneration Programme* coordinated by the Deputy President's office, the development of an implementation strategy for the *Sexual Offences Bill* (coordinated by the Department of Justice), the *Child Labour Action Programme* steering committee (coordinated by the Department of Labour), the *Interdepartmental Victim Empowerment Policy Development Process* (coordinated by the Department of Social Development) and the *Victim Charter Development Process* (coordinated by the Department of Justice).

Local Crime Prevention Development Programme: The purpose of this programme is to mobilise action and encourage participation at community level around strategic crime prevention interventions. This is achieved by supporting multi-sectoral interventions and the alignment of services to address root causes of crime and violence.

While the SAPS Delft and the community operate in partnership in combating crime and violence, it must be realised that criminals form part of that community and therefore crime cannot be eradicated in isolation. The causes of crime have to be eliminated, and these causes are in areas over which the SAPS has very little or no control - social and moral decline, rapid urbanisation, poverty, a deep-rooted culture of violence, social intolerance, unemployment and uncertainty about the future. This means that the churches, schools, youth and cultural organisations and, most importantly, the family unit, even if it is a single-parent family, hold the key to normalising the communities. These community components must ensure that sound moral values and respect for the rule of law are once again restored.

The next chapter will consider the data gathered, the analysis thereof and the findings made by the researcher.

CHAPTER 5: DATA ANALYSIS AND INTERPRETATION

5.1 Introduction

Police services all over the world are changing. Political, economic and technological factors and an ever-changing social order makes it incumbent upon police services to improve the quality of service delivery.

The SAPS is engaged in a process of transformation. It needs to build internal capacity in order to satisfy the needs of its clients in a constantly changing internal and external environment. The ultimate aim of the SAPS is to provide an effective and efficient service delivery capacity. The SAPS is also built upon a community policing principle, which is defined as an active partnership between the police, the community and other service providers to address problems related to crime prevention and management. In order to realise this objective as a primary function, a culture of service delivery is important.

As indicated in Chapter, 1 this study is intended to verify whether a lack of effective service delivery from Delft SAPS is due to a lack of community participation and development in Delft. Chapter 3 looked at the demographics of Delft which is served by Delft SAPS, whilst Chapter 4 evaluated the role of community stakeholders in service delivery.

5.2 Data gathering and analysis

This chapter explains the methodology of data gathering in the Delft community as stipulated in Chapter 1 (par. 1.5) of this study.

The Station Commissioner of Delft SAPS as well as the Chairperson of the CPF and Chairperson of the Neighbourhood Watches Mother Body Association have been interviewed in order to put service delivery into perspective and to determine whether it has resulted in community participation and development.

Looking at the data gathered in Chapter 3, improving service delivery also calls for a shift away from inward-looking, bureaucratic systems, processes and attitudes and a search for new ways of working which put the needs of the community first and which are better, faster and more responsive to the community's needs, which means a complete change in the way that services are delivered. The objectives of service delivery therefore include welfare, equity and efficiency.

An interview with the station commissioner of Delft SAPS revealed that among the factors contributing to the difficulties of policing are the number of unmarked roads, which makes it difficult for the police to find crime scenes. Some of these are in new residential areas. As the population in the area grows, so does crime. The lack of resources such as police vans and the prioritisation of certain crimes are among the problems that create misunderstanding between the police and the community. Anti-drug campaigns carried out by the police have also proved to be successful in mobilising people in the community.

The chairperson of the Delft CPF suggested that the police should use their smaller police fleet vehicles to fight crime. Another problem the community experienced was the vacuum left at the station when the police change shifts.

The Delft CPF and the Neighbourhood Watches Mother Body Association also accused police of irregularities and of handling sensitive cases very casually and insensitively. They also alleged that the trauma room at the station did not support trauma victims as fully as it should. The spokesperson of the Neighbourhood Watches Mother Body Association said that the integrity of the police was threatened by their working together with other crime watchdogs, as certain members feared that corruption within police ranks would be exposed. The community reiterated the sentiments of victims who experienced irregularities in police behaviour at the local station. The community also believes that the station uses the lack of resources as an excuse.

The introduction of a SDIP cannot be achieved in isolation from other fundamental management changes within the SAPS. It must be part of a fundamental shift of culture, whereby SAPS members see themselves first and foremost as servants of the public of South Africa, and where the SAPS is managed with service to the public as its primary goal.

Various stakeholders who, as stated in Chapter 4, strive towards working together, find difficulty in the course of doing so. Nelson Mandela stated during February 1996, while addressing Parliament: "Dealing with crime, violence and corruption requires a new morality for our new nation. Indeed, it requires a new patriotism among communities, the public, the private sector and security forces. So at the end of each day, each of us can answer in the affirmative the question. "Although role players can sometimes be frustrated in working together, the truth is that cooperation is the only way to ensure:

- professionalism. This entails the understanding and appreciating/respecting of one another's functions.
- service excellence.
- a pro-active approach.

The Police Service Charter lays down guidelines for the standard of service that the police should deliver to the communities and the CPF, as the voice of the people in matters relating to policing, must lead our communities in monitoring the SAPS and help the community keep them accountable through the Charter. The Delft CPF must, therefore, first find ways to rebuild their credibility and start developing a formula that will lead to resolutions on integration and coordination of efforts to achieve tangible results.

5.3 Findings

Delft is one of the most diverse and multi-cultural townships in Cape Town. Established only 13 years ago, Delft, with a population of ± 180 000 people, is regarded as one of the fastest-growing areas in the Peninsula. New developments of low-cost government housing have attracted many people into this area, leading to a dramatic increase in population. Delft is probably one of the areas most affected by unemployment in the Western Cape, with an unemployment rate exceeding 50% (City of Tygerberg, SSDF, 1999).

Delft has already experienced a range of social ills and crime related to the high rate of unemployment, such as housebreaking, drug abuse, domestic violence, rape, murder, attempted murder and armed robbery.

Based on the researcher's observation the community believes that the lack of resources and recreational activities to keep the youth occupied contribute to increasing crime. Even the few established facilities, which are meant to help young people, are not accessible as they are mostly used for fundraising functions and must be paid for.

There is a continuous programme to improve service delivery by SAPS members in their quest to excel and live up to the Code of Conduct. The staff of Delft SAPS certainly consists of dedicated men and women who, in spite of being continuously criticised, continue their efforts to create a safe and secure environment for the community of Delft.

The researcher examined the comparative statistics in Paragraph 4.5 Table 4 and came to the conclusion that the need for Delft to have its own fully fledged police station was overdue. The increase of crime over the given periods of time clearly indicate this, and it has also led to a certain expectation for better service delivery from the community.

The establishment of the new Delft police station resulted from the fact that it would be very convenient and cost effective for the community to be able to report crime there. The number of neighbourhood watches and reservists is an indication of safety consciousness and some sort of cooperation with the local SAPS. The community is continuously establishing organisations which are also keen to work closely with the police.

The researcher argues that this can be seen as an indication of the development of the community, although the viewpoint shown in the interviews in Paragraph 5.2 is different.

Whether the erecting of the police station enhances service delivery remains debatable. The dramatic increase of population has not been taken into account, because there has not been any major improvement in the resources of the police station since the opening in 1999 (see Table 3: Paragraph 3.4.7).

5.4 Summary

In order to combat crime effectively, the SAPS has established specific priorities and for some time now the SAPS has aimed to follow an integrated approach in its mission to establish a new sense of order.

Delft SAPS, like all other police stations, acknowledges the fact that the eradication of crime requires an integrated approach by all relevant stakeholders. The operational plan of the police station makes provision for such an approach, an integral part of which is community participation.

Because the police are not empowered to address the root causes of crime, crime prevention becomes a responsibility shared among all role players in the socio-economic, welfare and political environment. For many years the prevention of crime was regarded as largely the domain of the police and other components of the criminal justice system. Currently there is a strong emphasis on community-based prevention programmes and community participation.

The researcher is, however, of the opinion that the erecting of a new police station has facilitated community participation and development in Delft. Based on the findings above the researcher will advance to conclusions and recommendations in the next chapter.

CHAPTER 6: CONCLUSION AND RECOMMENDATIONS

6.1 Introduction

As indicated throughout this study, its main purpose was primarily to determine whether effective service delivery by Delft SAPS has enhanced community participation and development in Delft.

In policing, entrenched practices and peer pressure mean that at least a generation of change may be required before old-guard values are replaced. A mix of structurally oriented and culturally oriented innovations is needed to create reform while maintaining morale. The development of systematic enforcement procedures is needed alongside human resource strategies which generate the highest possible ethical standards throughout the organisation. This will ensure that the community will always benefit.

6.2 Conclusions

The researcher concludes this study by stating that the problem statement posed in paragraph 1.3, namely “There is still a lack of effective service delivery from the local SAPS due to a lack of community participation and development in Delft”, seems to manifest positively.

To enhance sustainable service delivery, according to Cloete (2000b:35) in paragraph 2.2, a participatory political environment needs to exist. One of the objectives of the SDIP is to ensure community participation in determining and addressing local priorities.

Interpreted against interviews conducted in the previous chapter, the community members were less satisfied with the service delivery by the local police station.

Based on such pronouncement, as well as on the data gathered and analysis thereof, the problem statement is considered to be valid.

The main purpose, for the top management of SAPS, in erecting the police station was to improve service delivery. The researcher is of the opinion that the community of Delft has the same expectation. Unfortunately, the mechanisms and resources to support that delivery were not in place. Simultaneously, management could not provide the management of Delft SAPS with a strategy to sustain it.

Most of the problems and recommendations made require education and training of both the police and the community. This training can be facilitated by SAPS, government departments and NGOs. This kind of training must not be a once-off issue, but must be sustained on an ongoing basis.

It is hoped that lessons learnt through the Delft experience will assist Management Services within the SAPS to revisit their strategy when erecting new police stations.

6.3 Recommendations

Having considered the conclusions above, the following recommendations are offered in respect of sustained community participation and development which would result in effective service delivery for the Delft community, namely:

- Local government to adopt inclusive approaches to foster community participation.
- Ensure participation of all stakeholders in an investigation of the processes of erecting a new police station (not SAPS and CPF only) namely: relevant government spheres, business, labour, community-based organisations, service providers, public interest groups and NGOs.
- Appointment of the station commissioner at an early stage of the process, in order to develop and grow with the community and ensure the correct needs are met
- Less political interference to ensure effective meeting of the needs of the community.
- Establishment of community programmes to facilitate the maintenance of the diversity of the community and yet ensure bonding.
- A more comprehensive research study to determine the proper socio-economic profile of facilities required for Delft.
- Ensure goal orientated service delivery.
- Establishment of community programmes on community values and education.
- Establishment of an integrated strategy between stakeholders and government departments.
- Policy-making should not be technically driven, but needs to be socially

conceptualised (consider community's perceptions).

- SAPS should ensure equal distribution of resources.
- Ensure capacity-building between relevant stakeholders.
- Refrain from employing a general approach in an investigation process before the erecting of a police station, but acknowledge the uniqueness of each community.
- Participation of strong, honest and committed leadership.
- Establishment of an organisational culture and work ethic conducive to growth and development.

In respect of the short term outputs of this study however, the researcher anticipates the following activities namely:

- conducting a workshop amongst peers and colleagues in order to disseminate the main findings and recommendations of the research results.
- communicating the main findings and recommendations of the research results to the Area Commissioner, South African Police Services, East Metropole.
- disseminating the main findings and recommendations of the research results to the Delft Community Police Forum, as was requested by the chairperson of the Forum, and
- submitting for publication in a relevant subject journal an article containing the main findings of the research results.

Through the roles of the people as stakeholders in both the community and the local police station, as mentioned in Chapter 4, development of a community needs to be indigenous development in order to establish itself. It is thus evident that timing plays an important role in getting communities to participate.

Contrary to general opinion, the prevention of crime is a collective responsibility of the government, the business sector, NGOs and the community. The time has come, therefore, for everybody to take responsibility so that the causes of crime may be addressed.

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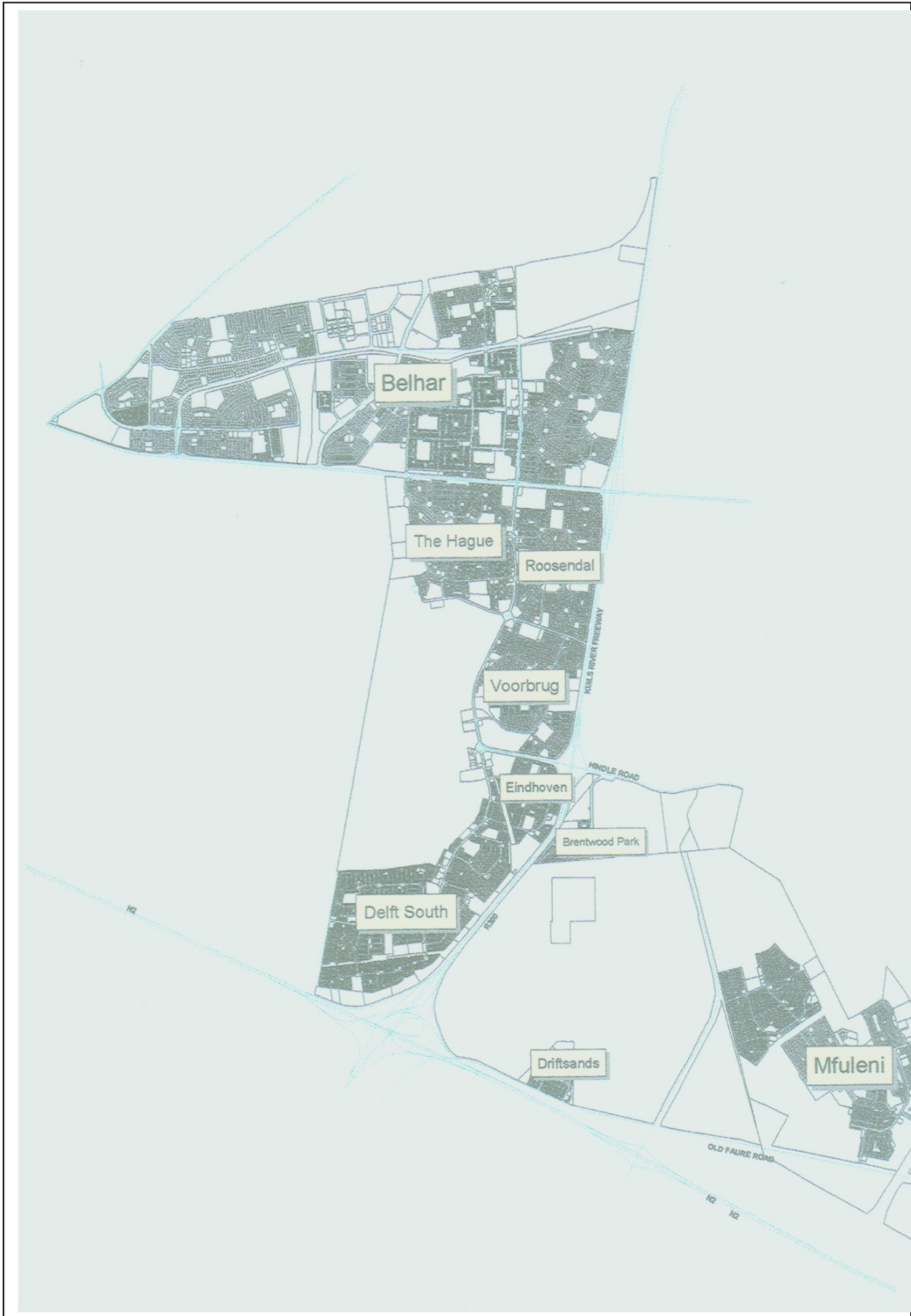
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ANNEXURE A: LOCATION MAP OF DELFT

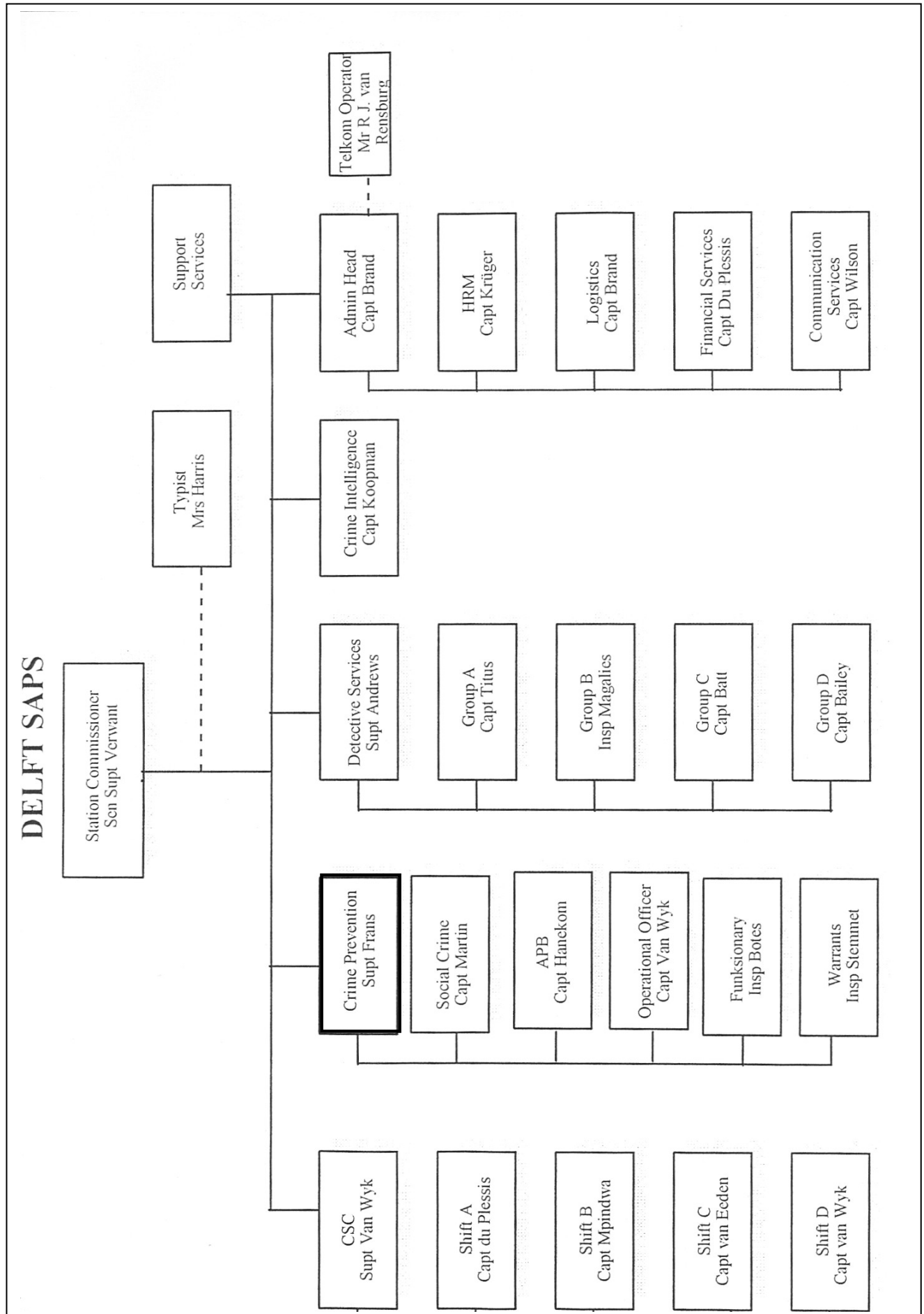


ANNEXURE B: COMMUNITY HEALTH SERVICES ORGANISATION 2002

COMMUNITY HEALTH SERVICES ORGANISATION JANUARY 2002 - DECEMBER 2002

COMMUNITY HEALTH CENTRES	JAN	FEB	MAR	APR	MAY	JUN	JUL	AUG	SEP	OCT	NOV	DEC	TOTAL
BELHAR (ST VINCENT)	7056	10049	10511	10586	10618	13720	10650	10811	10502	11005	7877	5374	118759
BELLVILLE	6266	6505	6107	6770	6509	6467	6497	7814	6337	8867	6926	6029	81094
BISHOP LAVIS	5801	6385	6332	6344	6959	6019	6964	6905	6634	7678	6700	5987	78708
BISHOP LAVIS MOU	1921	1981	1966	1906	1911	1895	1927	1880	1914	1920	1964	1891	23076
BROWNS FARM	2192	2559	2612	2828	2723	2785	2967	2418	2454	2915	2633	2469	31555
CAPE TOWN STATION RHC	6290	4987	5467	6364	6515	4890	6378	5814	5726	6958	6080	5412	70881
CROSSROADS	5123	4528	4617	4391	6089	4826	4924	3960	3653	3701	3731	3574	53117
DELFT	12204	12997	14241	15890	16409	12975	14911	15226	12457	14002	12576	10276	164164
DELFT AFTERHOUR UNIT	4046	4148	4661	4771	4102	4400	3172	3541	3667	3586	3568	4374	48036
DR. ABDURAHMAN	7948	8931	8895	8855	9888	9341	9594	9063	8584	9136	8987	7588	106810
ELSIES RIVER	6121	7815	7626	9187	8837	7832	8876	9484	8692	9247	9898	8925	102540
ELSIES RIVER TRAUMA	2421	2386	2339	2955	2402	2397	2436	2367	2078	2350	2188	2144	28463
ELSIES RIVER MOU	2404	2413	2385	2320	2612	2456	2459	2474	2449	2649	2517	2498	29636
GOOD HOPE	3538	3284	3493	4021	3294	2881	3573	5942	3807	4910	3793	2825	45361
GOODWOOD (DIRKIE UYS)	5206	5071	4718	6336	3846	4440	5447	5357	5429	5106	5094	3631	59681
GRASSY PARK	2813	2775	2756	3034	2845	2656	3169	2859	2080	2896	2951	2555	33369
GREEN POINT	4125	3694	3866	4520	4600	4199	4635	4599	4269	5303	4401	3774	51985
GUGULETU	12774	10594	8769	9139	8711	8794	14860	12494	14277	14399	9139	12687	136637
GUGULETU AFTERHOUR UNIT	4422	3951	3144	4298	4769	3872	2777	2900	2670	2807	4412	3214	43236
HANOVER PARK	9284	10285	10092	8748	10000	10263	12027	10522	9318	13616	11017	11577	126749
HANOVER PARK TRAUMA	2291	2231	2183	2224	2135	2569	2020	2182	2314	2094	2320	2435	26998
HEIDEVELD	12195	13249	11031	12810	12593	9284	13775	12845	10936	12710	11051	10894	143373
HOPE STR. DENTAL				935	1141	625	908	837	726	858	671	597	7298
HOUT BAY	2592	2407	2512	1813	1906	1607	2013	1828	1832	2087	1700	1243	23540
KENSINGTON	3423	3509	3135	3837	4146	3786	4066	3787	3696	4225	3971	2781	44362
KHAYELITSHA	18834	18074	17061	19075	19220	17042	15590	15888	15170	15639	16421	18375	206389
KHAYELITSHA TRAUMA	2774	3234	5265	3176	3523	3340	3263	4137	5177	5860	4878	4926	49553
KLEINVLEI	5063	5525	5645	6064	6238	6030	6784	6290	6045	7391	6118	5203	72396
KRAAIFONTEIN	13689	15959	14877	9900	10063	6725	8750	17324	17666	16892	18866	16510	167221
KRAAIFONTEIN TRAUMA UNIT	2795	2806	2838	2918	2880	2257	2246	2547	2717	2564	2554	2618	31740

ANNEXURE C: ORGANOGRAM - SAPS DELFT



Bope Angus

SEE PAGE 5

2002/05/01

Delft protesters face charges of public violence

HANNAH LOBEL
STAFF REPORTER

ABOUT 400 residents descended on the Delft police station to demand the release of 60 people arrested during protests against water cuts and evictions from their low-cost houses.

Police made the arrests after residents burned tyres on Delft Main Road on Monday.

Captain Joe Wilson said stun grenades were used to disperse the crowd that gathered yesterday.

All those arrested were released yesterday while charges of public violence are investigated against them.

The incident is the second in as many days where Delft residents have protested against what they say is a lack of communication between the city, councillors and residents about the city's debt management plan, which includes auctioning houses, confiscating property and shutting off water services.

"They know we don't have money, they need to come here and discuss the situation with us," said Walter Sodenga, the chairman of the SA National Civic Organisation (Sanco) for Delft South.

Charles Cooper, the Tygerberg administration's spokesman, said there had been several meetings with representatives from the city council and the Delft community, with another scheduled for next Wednesday, following yesterday's unrest.

He admitted there had been a communications gap between the city and councillors, who had not been informed when their constituents' houses would be auctioned, preventing them from helping the residents make proper arrangements.

"That's been set right," Cooper said.

The city is developing a new indigent policy to provide a measure of relief for people under a certain income level that will kick in on July 1, the beginning of the new financial year.

Until then, the city plans to go ahead with its existing debt management policy.